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# STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE: SPECIAL ECONOMIC ASSISTANCE TO INDIVIDUAL COUNTRIES OR REGIONS

## Situation in Rwanda: international assistance for a solution to the problems of refugees, the restoration of total peace, reconstruction and socio-economic development in Rwanda

## Report of the Secretary-General

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# I. INTRODUCTION

1. The present report is submitted pursuant to General Assembly resolution 50/58 L of 22 December 1995 on international assistance for a solution to the problem of refugees, the restoration of total peace, reconstruction and socio-economic development in Rwanda. In the resolution, the Assembly encouraged the Government of Rwanda to pursue its efforts to create conditions conducive to the return of refugees and to the recovery by displaced persons of their property in peace, security and dignity. The Assembly welcomed the increased commitments and funds pledged for the Government's Programme of National Reconciliation and Socio-economic Rehabilitation and Recovery and called upon the international community to continue to support the rehabilitation process of Rwanda.

2. The General Assembly further welcomed the commitment of the Government of Rwanda to take all necessary measures to ensure the safety and security of all humanitarian personnel, including personnel of non-governmental organizations, operating in Rwanda, and urged all States, United Nations organizations, specialized agencies, and other intergovernmental and non-governmental organizations and the international financial and development institutions to provide all possible financial, technical and material assistance to Rwanda.

3. The General Assembly called upon all States to act in accordance with the recommendations adopted by the Nairobi Summit of January 1995, the Regional Conference on Assistance to Refugees, Returnees and Displaced Persons in the Great Lakes Region, held at Bujumbura in February 1995, and those contained in the Cairo Declaration adopted at the summit of heads of State of the Great Lakes region, held at Cairo in November 1995.

# II. SIGNIFICANT DEVELOPMENTS FROM JANUARY 1995 TO AUGUST 1996

## A. Repatriation and refugees

4. The safe repatriation of Rwandese refugees continues to be viewed as an essential component to the stability in Rwanda and the region in general. The concepts accepted in the Nairobi Declaration in January 1995, in the Plan of Action of the Bujumbura Conference in February 1995 and included in the Tripartite Agreements between Rwanda, the Office of the United Nations High Commissioner for Refugees (UNHCR) and neighbouring countries were reaffirmed at several international meetings between mid-1995 and mid-1996. Participants in the Tripartite Commissions, the Addis Ababa follow-up meeting to the Bujumbura Conference in February 1996, the summit of the heads of State of the Great Lakes region in Tunis in March 1996 and the Steering Committee meeting in Geneva in May 1996 expressed their frustration at the absence of wide-scale repatriation of Rwandan refugees and recommended further measures to improve the return rate.

5. An Organization of African Unity (OAU)/UNHCR follow-up meeting was held in Addis Ababa on 29 February 1996 to review the progress made since the Bujumbura Conference of February 1995. Co-chaired by the United Nations High Commissioner for Refugees and the Secretary-General of OAU, Mr. Salim Ahmed Salim, the

meeting gathered representatives of 59 European and African Governments to discuss the crises in Rwanda and Burundi. The participants appealed for increased coordination between ongoing initiatives to address the problems in Burundi and renewed calls for Rwanda to intensify confidence-building measures through contacts with refugees at all levels, particularly through visits by Rwandan authorities to Zaire. A Steering Committee of 10 members mandated by the Addis Ababa meeting to monitor the implementation of the Bujumbura Plan of Action noted, at its first meeting in May 1996, the growing number of international initiatives to address the issue, and stressed the need for increased refugee visits and the adoption of proposed legislation on genocide in Rwanda.

6. UNHCR registered 99,791 returnees to Rwanda between 1 January and 20 August 1996. This figure includes 20,414 old caseload refugees (1959 and subsequent years) and 79,377 new caseload refugees (1994). In July 1996, some 15,000 refugees were forcefully expelled from Burundi.

7. The month of August saw the highest monthly repatriation figures since the exodus of 1994, with over 51,000 refugees returning from Burundi. Repatriation figures dropped from 23,428 in February to 4,886 in March and remained steady through June, with an average of 4,000 returnees per month. The higher figures for August are explained in part by the prevailing security situation in Burundi, strong persuasion from local government authorities, a relatively low rate of arrest of those refugees who returned to Rwanda in July 1996, and the need to return before the planting season. Overall, however, repatriation figures for the period January to August 1996 are some 30 per cent lower than for the same period in 1995.

8. Government officials in Rwanda believe that the stagnation of repatriation may be attributable to an escalation in propaganda and intimidation tactics by former government leaders in the refugee camps. Though some rumours circulating in the camps about conditions in Rwanda may be far-fetched and designed solely to frighten the refugee population, there is concern among United Nations and non-governmental organizations that the judicial system of Rwanda is far from adequate. Organizations and agencies are concerned that some people have been arrested in an arbitrary manner and not been given access to due legal process. Furthermore, the progress in the trial of genocide suspects has been slow. However, the passing of the law on genocide trials in August 1996 by the National Assembly represents a very positive development.

9. In keeping with the conclusions of the Tripartite Commission meeting in December 1995 between Zaire, Rwanda and UNHCR, specific measures designed to boost the number of voluntary returns were put in place in February 1996. One effective means of fostering repatriation has been the organization of cross-border visits of refugees, returnees and government authorities. Following a visit by the Prime Minister of Rwanda to camps in the United Republic of Tanzania in February 1996, the figures on repatriation from that country doubled from January to February. A UNHCR video campaign providing refugees with documentary images of their home communes has contributed to dispelling fears and increasing repatriation rates.

10. The reception capacity created for large-scale repatriation to Rwanda remains in place. Infrastructure set up throughout the country to receive and register large numbers of returnees, distribute take-home kits, and transport returnees to their home communes is being maintained.

11. During the reporting period, violent conflicts in countries neighbouring Rwanda have caused many people to seek refuge in Rwanda. Between mid-March 1996 and July 1996, an influx of over 15,000 Zairians fleeing the fighting in the Masisi and Rutshuru region of Zaire sought refuge in north-western Gisenyi Prefecture of Rwanda. These Zairians of Banyarwanda origin were settled by the Government of Rwanda at a location close to the Zairian border. In late June 1996, over 4,000 predominantly Hutu refugees from Burundi arrived in Cyangugu Prefecture in south-western Rwanda, to escape escalation in violence in the Cibitoke region of north-western Burundi. In addition, there have been some 2,500 Burundian refugees in Rwanda since October 1993. Of these groups of Burundian refugees, over 900 have returned to Burundi voluntarily.

## B. Justice

12. Progress has been made towards the establishment of a functioning justice system in Rwanda. Intensive recruitment and training programmes have attempted to compensate for the serious shortfall in trained personnel at every level. The international community has also aided the material needs of the devastated justice system, and provided technical assistance to the Ministry of Justice and to the prosecution authorities. Legislation necessary for the establishment of a High Judicial Council (Conseil supérieur de la Magistrature), governing the functioning of the Supreme Court and creating the Rwandan Bar has been enacted by the National Assembly. Few courts, however, were yet functioning by mid-1996.

13. In August, the National Assembly enacted legislation to organize genocide prosecutions. The act classifies offences into four categories, and provides for the reduction of penalties for all except the planners and organizers of genocide if they plead guilty. Genocide cases will be tried by specialized chambers of the First Instance Courts (Tribunaux de première instance).

14. The total detainee population continued to increase, and at the end of July 1996 numbered over 78,510, with more than 25,000 held in local detention centres (cachots), where overcrowding increased and conditions deteriorated sharply in the first half of 1996. Disease and deaths in local detention centres, some of them resulting from suffocation due to extreme overcrowding, increased. These centres are usually quite small and were never intended or equipped to house such large numbers of detainees for extended periods.

15. The central prisons of Rwanda remain grossly overcrowded. Prison capacity has been expanded and conditions have improved since 1995, when the conditions in prisons prompted the international community to provide assistance to the Government's programme of opening additional centres of detention, as well as extending and rehabilitating existing prisons. These projects, some of which are still in progress, are estimated by the Government to increase prison capacity by 25,000 to around 40,000. However, at the end of July 1996, when the

capacity of the central prisons was estimated to be about 28,700, they held over 52,000 detainees. Health conditions, however, have improved and the high mortality rate of 1995 in the central prisons has fallen substantially. Nevertheless, conditions in prisons remain a matter of concern.

16. Most of those imprisoned were arrested by the army or by local administrative officials. Although progress has now been made in the training and deployment of judicial police investigators, gendarmes and communal police, many arrests have continued to be made outside legal procedures. In May 1996, the National Assembly enacted a law retrospectively legalizing all arrests and detention since April 1994, extending the time limits and removing the right of appeal against detention decisions until July 1999.

17. Little progress has been made in the screening of detainees held on accusations of involvement in genocide. The deployment of judicial officials has led to some progress in the preparation of case files, but few decisions to release. The screening commissions (commissions de triage) reviewed only a very small number of cases, despite decisions of the Ministry of Justice to reinforce them and create screening commissions in each commune.

18. In June 1996, the Government of Rwanda announced its decision to release some 400 children, held in prisons and jails, most of whom had been accused of genocide. All were under the age of 15, the age of criminal responsibility in Rwanda, at the time of their alleged crime. The released minors are being sent to Gitega Rehabilitation Centre administered by the Ministry of Social Affairs. The transfer represents an important step in the strengthening of the justice system in the country and the implementation by Rwanda of basic human rights principles.

19. The Office of the Prosecutor of the International Criminal Tribunal for Rwanda has continued its investigations. In December 1995, the first indictment was issued. In January 1996, the Tribunal held its second plenary session in Arusha, United Republic of Tanzania, and in February two additional indictments were announced. Arrest warrants were issued and temporary arrangements made for detainees awaiting trial pending the construction of permanent facilities in Arusha.

20. In February 1996, the Security Council appointed Justice Louise Arbour (Canada) as Prosecutor of the Tribunal, to succeed Justice Richard Goldstone (South Africa), whose resignation will take effect on 1 October 1996.

21. In April 1996, the Tribunal and the Government of Rwanda reached agreement on the rental of the Amahoro Hotel in Kigali, previously occupied by the United Nations Assistance Mission for Rwanda (UNAMIR). Agreement was also reached on the protection of personnel, premises and investigation teams of the Tribunal, the security and protection of which will rest primarily with the Government of Rwanda.

C. Rehabilitation, reconstruction and socio-economic development

22. The Government of Rwanda presented its medium-term development plan for 1996-1998 to donor countries and multilateral organizations at the round-table conference held at Geneva in June 1996, at which over US$ 617 million was pledged. Combined with the outcome of the previous round-table conference of January 1995, total pledges now amount to over US$ 2 billion, of which about US$ 600 million had been disbursed by donors as of June 1996. A large part of the resources pledged for Rwanda will be disbursed for development projects that will be executed over a period of up to five years. In the short term, depending on the allocation of funds pledged, Rwanda might still need additional resources to cover expected balance-of-payments deficits.

23. Earlier, in November 1995, the Government of Rwanda presented its Accelerated Plan of Action for the Repatriation, Reinstallation and Reintegration of Refugees and Formerly Displaced Persons at the Thematic Consultation on Repatriation, Reinstallation and Social Reintegration, held at Kigali in November 1995.

24. Inside Rwanda, housing remains a problem for returnees, particularly for the old caseload, despite the efforts of United Nations agencies and non-governmental organizations to provide shelter materials. The high degree of housing destruction during the 1994 events has led to a serious housing shortage. Of the estimated 800,000 old caseload returnees who have returned to Rwanda since July 1994, thousands have been forced to occupy the houses and fields abandoned by Rwandans who had fled in 1994. When those people return from the refugee camps, they often encounter difficulties in recovering their property. This conflict has discouraged many refugees from returning to Rwanda. Local authorities, with the help of United Nations agencies, are attempting to ensure that new caseload returnees recover their homes by providing shelter and land to homeless old caseload returnees. Nevertheless, serious problems remain, particularly in urban areas. The Government of Rwanda has completed the identification of 97 suitable resettlement sites, and work is now being undertaken on shelter, medical, educational and water facilities at 10 such sites.

25. A Food and Agriculture Organization of the United Nations (FAO)/World Food Programme (WFP) mission in June 1996 to assess the 1996 second-season food crops found that agricultural production had continued to improve but remained well below pre-war levels. Close to 600,000 people remain in need of food assistance. This includes returnees, vulnerable groups and those participating in food-for-work schemes. FAO and WFP estimate that agricultural production increased by 15 per cent in 1996 compared with 1995, owing to the increased amount of land cultivated by returned refugees, the improved security in the country, and the assistance provided by the international community in the form of seeds and agricultural tools. However, agricultural production remains 23 per cent below that of the 1990 pre-war levels.

26. Real gross domestic product (GDP) increased by 25 per cent in 1995 compared with 1994, reaching a level of 60 per cent of the 1990 level. At the end of 1995, annual budgetary revenue is estimated to have reached a total of

RF 23.1 billion (US$ 80 million), surpassing the target of RF 19.4 billion (US$ 66.9 million) projected with IMF assistance in June 1995. In 1996, real GDP is expected to reach about 70 per cent of the pre-crisis level. As in the past, the largest components of the 1995 revenue came from taxes on goods and services and on international trade, 43 and 39 per cent respectively. On the spending side, military expenditure has accounted for 4.5 per cent of GDP, a relatively high ratio by international standards. The Government will, however, have incurred a total budget deficit (commitment basis) of RF 17.2 billion, against initial estimates of RF 21.8 billion. This reduced deficit has been achieved through both higher revenue collection and lower expenditure than anticipated.

27. The Government of Rwanda intends to continue the liberalization of the economy, establish a proper regulatory framework for the private sector and disengage from the productive sector. More substantial support to the private sector will also be needed to recover the pre-war level of industrial production by 1998.

## III. HUMANITARIAN DEVELOPMENT RESPONSES PROVIDED BY THE INTERNATIONAL COMMUNITY

### A. Assistance by Member States and other donors

28. In 1995, the United Nations consolidated inter-agency appeal for persons affected by the crisis in Rwanda identified requirements for Rwanda and the subregion totalling US$ 668 million. As at February 1996, when the appeal expired, a total of US$ 535 million had been received from the international community in contributions and pledges for the assistance programmes of the United Nations system and its humanitarian partners.

29. On 30 May 1995, the Secretary-General invited Member States and other donors to provide information on assistance extended to Rwanda in the framework of General Assembly resolution 50/58 L of 22 December 1995. The replies received are attached in the annex to the present document.

### B. Assistance by organizations of the United Nations system

#### Department of Humanitarian Affairs of the Secretariat

30. The United Nations Rwanda Emergency Office (UNREO), established in November 1994 in the wake of the genocide, was phased out in October 1995. Its mandate was to coordinate emergency relief assistance to affected populations within Rwanda and to develop strategies for the reintegration of some 750,000 internally displaced people. Through the establishment of the Integrated Operations centre within the Ministry of Rehabilitation and Social Integration, the Emergency Office enabled the Government of Rwanda to effectively manage the reintegration of the internally displaced people. At the end of 1995, all camps for displaced persons had been closed and the majority of the people returned to their home communes. As of November 1995, the UNDP Resident Coordinator assumed the responsibilities of the Humanitarian Coordinator. Remaining staff of the

Emergency Office, vehicles and communication equipment were placed in the Office of the Humanitarian Coordinator as well as with the Ministry of Rehabilitation and Social Integration.

31. The Office of the Humanitarian Coordinator, supported by the Department of Humanitarian Affairs, is providing substantive assistance in humanitarian contingency planning, coordination and reporting. The Office also monitors the overall humanitarian situation in Rwanda, alerts the international community to problems and shortfalls in humanitarian assistance and identifies gaps where more assistance is required.

32. The need for timely reporting and dissemination of information on the situation in Rwanda and the wider Great Lakes region has led the department to establish an Integrated Regional Information Network, based in Nairobi, to promote information exchange, emergency preparedness and a regional analysis of humanitarian developments in the Great Lakes region as a whole. In particular, its links with the Offices of the Humanitarian Coordinators in the region provide a comprehensive coordination framework for programmes focusing on the region as a whole.

Department of Peacekeeping Operations of the Secretariat

33. The mandate of UNAMIR expired on 8 March 1996. During the final period of its mandate, UNAMIR facilitated the safe return and resettlement of refugees in their home communes and supported the provision of humanitarian services to the people of Rwanda. UNAMIR troops also contributed to the security of the personnel of the International Tribunal and the Human Rights Field Operation. In June 1996, agreement was reached with the Government on the modalities of establishing a United Nations Office for Rwanda (UNOR), consistent with Security Council resolution 1050 (1996) of 23 April 1996. The Office is to be headed by the Secretary-General's Special Representative. Information on this has been presented more fully in the report of the Secretary-General to the Security Council (S/1996/286).

United Nations High Commissioner for Human Rights

34. The High Commissioner for Human Rights has maintained his Human Rights Field Operation in Rwanda, notwithstanding the uncertainties of funding resulting from its dependence on voluntary contributions. The Operation had 11 field teams covering all 12 prefectures and a sub-office in the Cyangugu Prefecture, where the security and human rights situation was most troubled.

35. The Human Rights Field Operation has continued to make regular visits to the communes and to monitor the human rights situation throughout the country. It has maintained close relations with the administrative, judicial and military authorities at local and national levels, and has reported its assessment of the human rights situation to the Government on a regular basis. It pays particular attention to the process of repatriation and resettlement of refugees, coordinating its work closely with that of UNHCR. It makes regular visits to places of detention to follow the judicial status of detainees and observe

conditions in relation to international human rights standards. This work is carried out in cooperation with the International Committee of the Red Cross (ICRC).

36. The Human Rights Field Operation has worked to assist in the rehabilitation of the justice system at the national and local levels, particularly through the close contacts of its field teams with local judicial officials. It has been able to assist in channelling material assistance made available by UNDP and other donors to meet local needs. It has organized or participated in training seminars for local officials, the Rwandese Patriotic Army (RPA), the Gendarmerie and Communal Police on the protection and promotion of human rights. It has also organized a large number of general human rights seminars and other promotional events throughout the country. It works closely with a number of Rwandan non-governmental organizations, and has promoted human rights awareness through radio broadcasts, drama performances and newsletters.

37. The Government of Rwanda has indicated that it continues to welcome the presence of the Human Rights Field Operation, and indeed would welcome an expansion of the numbers of its field officers, urging the international community to make the necessary funding available.

## United Nations Development Programme

38. UNDP is primarily involved in the following three sectors: resettlement and reintegration of refugees; rehabilitation of the justice system and human security; and capacity-building. Activities carried out by UNDP were funded from its own resources but also through the UNDP Trust Fund for Rwanda, to which 10 donors have contributed more than US$ 36 million since the beginning of 1995. Several UNDP projects are under way in support of the Government's Accelerated Plan of Action for the Repatriation, Reinstallation and Reintegration of Refugees and Formerly Displaced Persons. Projects include an integrated package of activities for the resettlement of old and new caseload returnees, the rehabilitation of social infrastructure, and assistance for the housing of returnees in urban and semi-urban areas through the preparation and development of sites. A UNDP project, undertaken in close collaboration with WFP, is planning for the construction of 600 houses in rural settings. UNDP assistance is also being provided to reinforce government and local administration capacity to plan, implement, monitor and evaluate reinstallation activities at both the national and the local levels.

39. UNDP has been active in reinforcing State capacity and promoting national reconciliation through initiatives to build an impartial judicial system, and functioning Communal Police and Gendarmerie forces to support the maintenance of law and order. Judicial experts have been deployed to provide support to the Inspecteurs de Police judiciaire and give advisory service to the respective procureurs. UNDP, in collaboration with the Ministry of Justice, ICRC and several non-governmental organizations, has relieved prison overcrowding through the extension of existing detention facilities and the construction of new sites, increasing prison capacity by 24,000.

40. The UNDP state management capacity-building project was designed to strengthen rapidly the capacity of key government departments involved in economic and administrative management. The project provides direct technical support to five departments (Office of the Prime Minister, Planning, Finance, Civil Service, Interior and Communal Development) and, through its training sessions, offered to government officials at all levels, strengthens the capacity of the local and central administration as a whole. The project also provides logistical support and equipment to eight government departments. Also in the area of capacity-building, UNDP sponsored the joint Government/non-governmental organization/United Nations review of activities of non-governmental organizations in Rwanda, with a view to enhancing government and non-governmental organization relations.

41. UNDP, as the Government's main partner in organizing the round-table conferences and the follow-up process, provided technical support for the preparation of the documentation for the conference held in June 1996. The round-table conference decided that thematic and sectorial consultations should be organized over the next 12 months in the following areas: rehabilitation of the judiciary; support to the private sector; rural development and food security; and national capacity-building. UNDP will continue to provide technical support to the Government to prepare these consultations as well as to monitor the implementation of the programme presented at the round-table conference and decisions taken by it.

United Nations Environment Programme

42. In response to the Government's request, in February 1995, UNEP carried out an assessment of the impact of the conflict on the environment, particularly with regard to the displacement of population and pressure exerted on the natural resource base. UNEP also provided technical and financial support in September 1995 for the organization of a workshop on environmental training for policy makers on the Great Lakes subregion of Central Africa, attended by 60 nationals of Rwanda and 10 nationals of Burundi. The training workshop identified the following three areas of cooperation in both countries: study of biological diversity in both Rwanda and Burundi; management of wetlands and swamps common to both countries; and setting up an institutional framework, that is, a subregional committee comprising experts from each country to shape and identify programmes and provide technical support for their elaboration and implementation.

43. Through a task force on the continuum from relief to development, a number of actions have been undertaken in Rwanda since 1995 and a report on a Strategic Action Plan focusing on the Great Lakes region of Africa was prepared in late 1995 and subsequently updated early in 1996. The goal of the Plan is to bring a region-wide focus to ongoing and envisioned efforts of countries and external agencies to help achieve political, social and environmental stability and sustainable economic development in the entire Great Lakes region.

44. In August 1995, UNEP provided equipment and software to the Ministry of Tourism and Environment to enable it to overcome the infrastructural destruction caused between April and July 1994.

United Nations High Commissioner for Refugees

45. UNHCR has continued to facilitate the return of Rwandan refugees and promote conditions conducive to large-scale repatriation. Returnees are assisted by UNHCR for their transport, food, shelter and health needs from the Rwandan border to their home communes. Fourteen transit centres throughout Rwanda are equipped to handle some 43,000 refugees a day. UNHCR also supports several ministries active in repatriation and resettlement programmes and monitors the reintegration of returnees.

46. By 20 August 1996, UNHCR had facilitated the repatriation of over 40,000 refugees from Burundi, which represented the highest level of organized return of Rwandan refugees from any country of asylum since the exodus of 1994. UNHCR also provided assistance in Rwanda for the 15,000 Rwandan refugees expelled from Burundi in July 1996.

47. Assistance to old caseload returnees who had fled Rwanda in 1959 and subsequent years has been a high priority for UNHCR since 1996. In coordination with the Government of Rwanda, UNHCR has contributed financial resources to the Government's programme to resettle old caseload returnees on officially designated sites. Through its implementing partner non-governmental organizations, UNHCR distributes shelter materials and provides logistic and technical assistance, such as artisans and engineers, for shelter construction at the government-designated resettlement sites. Shelter provision for new caseload returnees in their communes of origin has also been ensured with UNHCR funds. In 1996, shelter material sufficient to help complete some 50,000 houses is programmed for distribution by UNHCR. A project for tree-planting and environmental protection, as well as training in animal traction for agricultural production, is also being pursued in Mutara Prefecture in north-east Rwanda.

48. The UNHCR rehabilitation and reintegration activities during the reporting period included community-based rehabilitation of shelter, water, health, education, prefectural and communal offices, courts and other judicial establishments. The main focus of the UNHCR 1996 water and sanitation programme has been to meet the needs of the new resettlement sites allocated by the Government of Rwanda for old caseload returnees. Funds have also been contributed to the rehabilitation of water supply systems in the communes which receive large numbers of new caseload returnees.

49. Through its implementing partners, UNHCR provided special programmes in the first half of 1996 for extremely vulnerable individuals, such as widows and unaccompanied minors. Vocational training for adolescents has been organized, as well as income-generating projects for women. Medical care is funded by UNHCR at all major entry points and transit areas in Rwanda. UNHCR also continues to fund the rehabilitation and operation of communal health centres in areas with high return rates, and proposes to build a number of new health facilities at some of the resettlement sites.

50. In response to recommendations by the Tripartite Commissions to disseminate accurate and timely information on Rwanda, UNHCR has launched an extensive video campaign in the refugee camps in Burundi, the United Republic of Tanzania and

Zaire. Documentaries on conditions in Rwanda are shown to an average of 15,000 refugees a day to inform them correctly about the national rebuilding process and the security situation in their homeland, in an effort to encourage repatriation. By 20 August 1996, nearly 600,000 people had attended mass information video showings in camps near Goma, Zaire. UNHCR has noted that these broadcasts have assisted in increasing the number of returnees to Rwanda. UNHCR also broadcasts information programmes in Rwanda, the United Republic of Tanzania and eastern Zaire.

United Nations Children's Fund

51. Children caught in the Rwanda crisis constitute a particularly vulnerable group, traumatized by the genocide two years ago. The results of a national survey on trauma in children, completed in March 1996 by UNICEF, show that children have experienced extraordinarily high levels of exposure to traumatic events. Since October 1994, UNICEF has trained over 8,000 Rwandans who work with children in basic trauma identification and alleviation methods. They have been able to reach 200,000 children. The UNICEF-supported child soldier demobilization project in Rwanda aims to reintegrate approximately 5,000 former child soldiers into civil society. Programmes for the reunification of unaccompanied children continue. Out of the estimated 45,000 unaccompanied children in Rwanda in 1994, 16,000 have so far been reunited with family members. UNICEF estimates that another 70,000 children live with impoverished foster families. Some 2,000 children living in child-headed households have been identified. UNICEF is assessing the problem with the aim of devising clear strategies to assist this vulnerable category of children.

52. A survey on vaccination coverage undertaken by the Ministry of Health and UNICEF in March 1996 shows that pre-war vaccination levels in the number of children under 5 immunized against the six major vaccine-preventable diseases (polio, measles, tuberculosis, whooping cough, tetanus and diphtheria) have nearly been attained. This is a major achievement for a country that has only recently come out of war. Another survey conducted by the Ministry of Health, with UNICEF assistance, found that 90 per cent of health centres were operational and providing basic health care. UNICEF and the Rwandan National AIDS Control Programme have started working towards a concrete HIV/AIDS awareness programme for schools in 1996.

53. In 1996, UNICEF has been working on the development of an "Education for Peace" programme for primary schools. The programme is in its pilot phase and, if successful, will be expanded to all levels of the formal educational system as well as non-formal education. As part of its Water and Environmental Sanitation programme, UNICEF helped the Government of Rwanda formulate national policy guidelines for the sector. The guidelines will establish a community-based programme for the sector, whereby communities would be responsible for implementing and managing their own water and sanitation schemes.

## United Nations Volunteers

54. At the end of August 1996, there were a total of 100 United Nations Volunteers working in Rwanda. Of this total, 48 were assigned to the United Nations Human Rights Field Operation in Rwanda. The remaining Volunteers are working with the Government and United Nations agencies in the areas of repatriation and resettlement of refugees, community development, justice and health.

## World Food Programme

55. Over two thirds of WFP assistance to Rwanda during the first half of 1996 (24,080 tons) have been channelled through food-for-work and income-generating activities. This is believed to be the most appropriate way of addressing the needs of the majority of the Rwandan population who continue to depend on external food aid at a time when the initial emergency is over and reconstruction is the priority. Apart from fulfilling the basic mandate of WFP in providing food to nearly 941,000 needy people, these food-for-work projects had a noticeable impact on the rehabilitation of different sectors of Rwandan society, by supporting over 9 million person-days of community-based work. Women, who have been participating in half of all such schemes, represent a third of the overall labour force engaged in community-based activities.

56. WFP also continues to care for all those who are still vulnerable to food shortages but are unable to participate in rehabilitation activities, generally through assistance to returnee transit centres and refugee camps (69,000 beneficiaries in 1996), targeted distributions to the population at risk (101,000 beneficiaries), seeds protection programme (36,000 beneficiaries), and regular institutional feeding of 22,000 unaccompanied minors, malnourished women and children and hospital patients.

57. The pre-war development project, Programme alimentaire nutritionnel (PAN), has been further revitalized, and, as a joint WFP, UNDP, UNICEF, World Bank and Ministry of Health venture, continues to support 62 nutritional institutions caring for 15,800 most vulnerable Rwandans.

58. WFP plans to maintain the existing level of assistance throughout 1996, but actual distributions will depend on the prevailing food security situation in the country, the level of repatriation, and future arrivals of asylum seekers, as well the response of the donors to needs in Rwanda.

## Food and Agriculture Organization of the United Nations

59. FAO has established a programme of technical cooperation to supervise and give technical support to the rehabilitation of the agricultural sector. Since June 1994, FAO has conducted, jointly with WFP, several assessments of the crop and food supply situation in Rwanda, as well as of emergency and rehabilitation needs. The FAO emergency programme was implemented quickly and on schedule. Agricultural input distributions corresponded to forecasts and a seed multiplication programme, funded by the World Bank, has accomplished its

objectives at very low cost, with the effective cooperation of non-governmental organizations.

60. FAO activities have been concentrated in the areas of distribution of agricultural inputs, collection of agricultural data, monitoring of the food security situation, identification of vulnerable groups in the rural areas, and improving animal health. The distribution of agricultural inputs has been targeted at vulnerable groups. FAO has been monitoring agricultural prices at the 30 markets in the country, and the data show that agricultural prices are normalizing. A study undertaken in May 1996 identified 12 per cent of the rural population as vulnerable, compared with 15 per cent in September 1995. Animal vaccination programmes continued in the eastern region.

61. In its activities undertaken in conjunction with the Ministry of Agriculture, FAO is moving from an emergency stage to more long-term rural development programmes, such as the formulation of a long-term agricultural and rural development strategy and the creation of a national food security system.

## United Nations Educational, Scientific and Cultural Organization

62. During the first half of 1996, UNESCO, through its Programme for Education for Emergencies and Reconstruction, and in collaboration with the Rwandan Government, provided technical and logistical support to seminars dealing with education, peace, culture and health education, including issues related to HIV/AIDS and other sexually transmitted diseases. In the field of education capacity-building, UNESCO distributed over 5,000 numeracy textbooks and collected and updated school statistics necessary for the reconstruction of the school system. UNESCO printed 6,000 textbooks for formal and non-formal education and is producing post-literacy material targeted at illiterate youth, especially the unemployed and street children. Activities for the education of imprisoned children were also undertaken, in conjunction with UNICEF. A survey of school needs has been conducted in resettlement areas in anticipation of an influx of returnees. In June 1996, an agreement was signed with the Government for the establishment of a UNESCO Office in Rwanda to coordinate UNESCO programmes.

63. The UNESCO media project has provided technical assistance to the National University of Rwanda in degree courses for journalists and has established a Press Club in Kigali to facilitate contacts between journalists and enhance their professionalism. Several training seminars for journalists have also been organized.

## World Health Organization

64. The activities of WHO have focused on assisting the Ministry of Health in institution-building and human resources development. WHO has assisted the Ministry of Health in implementing a health policy based on support to the district health system. The epidemiological surveillance system established in 1995 was further strengthened and consolidated, and guidelines for managing

epidemics were developed. AIDS/sexually transmitted diseases control and prevention were reinforced. In the field of environmental health, WHO has provided assistance and technical equipment to control water pollution.

65. In order to alleviate the shortage of health personnel and to upgrade skills, WHO has assisted in the training of 500 health auxiliaries, 18 physicians and medical support staff in blood transfusion centres and blood banks and in the Kigali Central Hospital pharmacy. Drugs, vaccines and equipment were supplied to the pharmacy.

## International Monetary Fund

66. Since July 1994, the Fund's assistance to Rwanda has consisted of policy advice, technical assistance in strengthening the capacity for macroeconomic management, and financial support in the context of the compensatory and contingency financing facility. As a result of these efforts, the compilation of economic statistics by the National Bank of Rwanda and the Ministry of Finance and Planning has been strengthened and coherent macroeconomic policies were implemented in 1995 and 1996, monitored by IMF. Further progress on these fronts and in promoting a stable social order will provide a basis for the negotiation of a programme that could be supported under the Enhanced Structural Adjustment Facility (ESAF).

## World Bank

67. The World Bank activities in Rwanda are aimed at establishing and consolidating the framework for economic and social recovery and facilitating rehabilitation and reconstruction. The current World Bank portfolio in Rwanda comprises 11 ongoing projects covering such key areas as education, health and population, sanitation, capacity-building, vulnerable groups, productive infrastructure, rural development and agriculture, and private sector development.

68. About US$ 58 million was disbursed during the period June 1995-June 1996, including US$ 43.67 million through the Emergency Recovery Credit. About US$ 155 million is available for disbursement under the ongoing projects through June 1997. In the social sector, activities have been initiated to rehabilitate and reconstruct schools, health centres and water supply systems through the education and health projects. The World Bank has been involved in the financing of income-generating activities initiated by women, and in distribution of about 2.3 tons of food for nutrition centres and centres for unaccompanied children. In regard to the productive infrastructure, the reconstruction works of the Gitarama-Kibuye road, financed by the World Bank and Swiss bilateral aid, are ready to resume and are expected to be completed by June 1997. Construction and rehabilitation of about 140 water supply systems for an amount of US$ 2 million have been launched in Gitarama Prefecture and are expected to end by December 1996. In March 1996, activities undertaken by United Nations agencies through a World Bank special emergency assistance grant of US$ 20 million were completed and the grant fully disbursed.

69. Further to the commitments taken at the round-table conference in June 1996, a joint IMF/World Bank mission will hold discussions with the Government on the macroeconomic framework and development of a policy framework paper as a preliminary step to prepare financial budget support for 1997.

## C. Assistance by intergovernmental organizations and others

### International Organization for Migration

70. IOM has been providing transport assistance to returnees, displaced persons, Rwandan nationals and third-country nationals since 1994. Together with UNHCR and in close coordination with the Government of Rwanda, IOM has provided transport assistance to the communities of origin for over 115,000 repatriating Rwandan refugees. In coordination with UNHCR, it has also provided transport assistance to Zairian refugees, fleeing ethnic violence in North Kivu, upon their arrival in Rwanda.

71. IOM began its implementation of the programme for the return and reintegration of qualified Rwandan nationals in January 1996. This capacity-building programme will assist in the return of 330 highly qualified Rwandans who will be placed in key positions in priority sectors. Some 125 applications from interested candidates in 16 countries have been received. Of these, 88 have been matched with vacancies in both the public and the private sectors. The remaining applications are currently under consideration by potential employers. The first returnees include doctors, magistrates, economists and university professors.

72. In January 1996, the World Bank was requested by the Government of Rwanda to take a lead role in the preparation of the demobilization process. IOM, in collaboration with the Ministry of Defence, has designed a general framework on demobilization, the elements of which have been incorporated in the programme for the first-phase demobilization of a vulnerable group of 10,000 child and disabled soldiers and others. IOM took part in the World Bank mission for Rwanda sent in June 1996 to assist the Government in the technical details which will define the terms of reference for preparation studies for second-phase demobilization.

73. IOM is also providing transport assistance to the Ministry of Justice for a limited period of time to transfer detainees to less crowded central prisons or new places of detention. These activities are carried out in full coordination with the United Nations Human Rights Field Operation in Rwanda and ICRC.

### International Committee of the Red Cross

74. Since the establishment of a permanent delegation in Rwanda in 1990, ICRC has undertaken its traditional activities to protect and assist victims of the war and the genocide. ICRC has provided food and non-food items to vulnerable groups such as orphans, schoolchildren and displaced persons. With 130 international and more than 1,000 national staff, the ICRC operation in Rwanda remains among the biggest ICRC operations worldwide.

75. Together with the Red Cross Societies of Australia, France, Germany, Switzerland, the United Kingdom of Great Britain and Northern Ireland and the United States of America, the ICRC has continued to rehabilitate damaged rural water supply systems and medical facilities in the country. One million people benefit from these activities.

76. ICRC has continued to visit and register all detainees arrested in relation to the conflict and the genocide held in more than 250 detention places. In view of the enormous increase in the number of detainees since July 1995 and with the situation in the detention places remaining extremely precarious, it was necessary to continue to assist the prisons with basic food and non-food items, medicines and water. Infrastructure work for new detention sites, identified during 1995, continued in spite of considerable efforts undertaken by the Rwandan authorities. ICRC still has to provide up to 50 per cent of the food and medical needs of the prisons.

77. Over 2 million Red Cross messages, to restore and maintain contacts between separated family members, have been distributed to civilians and detainees through the ICRC network. Tracing programmes carried out in collaboration with UNHCR, UNICEF and non-governmental organizations resulted in over 16,000 children being reunited with their families between July 1995 and July 1996, making a total of 22,000 reunited children since July 1994. However, tens of thousands of children are still in search of their parents.

## D. Assistance by non-governmental organizations

78. There are approximately 90 international non-governmental organizations working in Rwanda. Their operations are now moving into a more developmental phase with a focus on increased cooperation and collaboration with government structures. There is an elected committee of international non-governmental organizations to foster improved coordination with all partners, including the Government, United Nations agencies, donors and local non-governmental organizations. A joint Government/non-governmental organization/United Nations study of the activities of such organizations provided a framework of recommendations on how to improve the performance of all partners working in Rwanda. Non-governmental organizations have also been active in dialogue with the Government and donors through such activities as participation in the round-table conference and assisting ministries in the formulation of sectoral policies. The crucial transition to development assistance and long-term planning has, however, been hampered by the continuing short-term basis of the funding provided by some donors.

79. Non-governmental organizations have been active in all sectors, working with communities towards reconstruction, including shelter, and rehabilitation of health, water and education. The focus continues to be on assisting vulnerable groups and addressing specific needs such as psycho-trauma work, input into the justice system reforms and capacity-building. Shifting towards a developmental phase has involved projects that assist people towards sustainable livelihood, such as income generation and agroforestry. Non-governmental organizations continue to be involved, with partners, in preparations for the

return of refugees to Rwanda. They are also assisting those refugees from Zaire and Burundi currently seeking asylum in Rwanda.

## IV. CONCLUDING OBSERVATIONS

80. The situation in Rwanda continues to improve, progressing gradually from an emergency relief phase to rehabilitation, reconstruction and development. However, the continued instability in the region and the presence of some 1.6 million Rwandan refugees still outside the country (notwithstanding the repatriation of almost all the refugees in Burundi), continues to cause uncertainty and casts a shadow on efforts at rehabilitation and long-term sustainable development. With a per capita annual GDP of US$ 80, Rwanda is one of the poorest countries in the world. The task of rebuilding a country shattered by genocide is indeed a difficult challenge.

81. At the round-table conference for Rwanda held at Geneva in June 1996, the Government of Rwanda presented its development framework for 1996-1998 which aims at propelling Rwanda towards sustainable development. It focuses on rehabilitation of the socio-economic infrastructure and reactivation of agricultural and industrial production. The development framework is centred on the following set of objectives: strengthening national security, rehabilitating the judicial system, restoring property rights, repatriating refugees, consolidating the democratic process, capacity-building, and national reconciliation. There is a need for sustained support from the international community for the Government of Rwanda to deal with immediate humanitarian concerns and to undertake sustainable development programmes in the longer term.

82. The insecurity affecting the western prefectures of Rwanda bordering Zaire and Burundi is of major concern. In this respect, the presence of refugee camps close to the border has been a major destabilization factor, providing a base for infiltrators and forces opposed to the Government. Former Rwandese Government forces and armed militia have continued their sabotage campaign. In recent months, attacks on local officials and genocide survivors have increased markedly. In response, the Rwandese Patriotic Army (RPA) has carried out military search operations to combat these attacks. These have resulted in some civilian casualties. In this context, the Government of Rwanda needs to reconfirm its commitment towards human rights and ensure the protection of civilian population affected by the conflict.

83. The alarming situation in Burundi and tensions in the neighbouring countries of Rwanda have made the situation throughout the Great Lakes region highly volatile. Effective monitoring of humanitarian needs and the creation of a standby emergency response capability needs to be undertaken to prepare for any new crisis which may erupt.

84. The 1994 genocide and ensuing destruction devastated the legal system and presents a challenging array of problems. The tasks facing the Government of Rwanda are to end impunity; compensate victims of the genocide; ensure fair trials; provide humane conditions for detainees; and train and equip virtually an entire corps of judges, prosecutors, criminal investigators and prison guards and administrators. Establishing an independent, effective justice system in

Rwanda is central to rebuilding the country and restoring confidence and creating conditions amenable to the repatriation of refugees. Legislation passed in August 1996 by the National Assembly enabling the organization of genocide prosecutions is an important step forward for the justice system in Rwanda.

85. For most of the year, voluntary repatriation from the refugee camps in the United Republic of Tanzania and Zaire virtually ceased. It is to be hoped that the large-scale repatriation of nearly all the Rwandan refugees in Burundi in August 1996, and their successful reintegration into their home communes, will send a positive message to refugees in those countries. Repatriation is essential, not only for Rwanda but also for the asylum countries that are impatient to see the refugees leave their territory. In August 1996, the Prime Ministers of Rwanda and Zaire agreed that all refugee camps in Zaire should be closed before the presidential elections in Zaire, scheduled for October 1997. At the Geneva round-table conference in June 1996, participants supported the speedy repatriation of Rwandan refugees and also recognized the need to give urgent and serious consideration to new proposals to facilitate their repatriation. The presence of some 1.6 million refugees outside the country remains the critical issue and the revitalization of the repatriation process is a vital element for the rehabilitation and reconstruction of Rwanda.

86. In order to carry out those tasks, the Government of Rwanda requires enhanced assistance in capacity-building from the international community. Important steps have already been taken to reorganize the public administration infrastructure and the legal system, and now this needs to be put into action. Projects covering the major areas of rehabilitation have been designed by the international community in conjunction with the Government, but the implementation process needs to be strengthened and further developed to ensure continued progress towards development.

## Annex

## ASSISTANCE BY MEMBER STATES AND OTHER DONORS

### Cyprus

Cyprus has contributed US$ 1,000 to the United Nations humanitarian assistance programme for the countries of the Great Lakes region and US$ 1,000 to the UNHCR 1996 appeal budget for the Rwanda-Burundi Emergency Operation.

### Denmark

Denmark contributed DKr 164,377,060 in 1995/96, as follows.

| Organization | Amount (in Danish Kroner) |
|---|---|
| 1995 | |
| UNHCR | 28 000 000 |
| IOM | 500 000 |
| UNICEF | 9 000 000 |
| WFP | 15 000 000 |
| Department of Humanitarian Affairs | 1 500 000 |
| International Tribunal for Rwanda | 250 000 |
| Danish Red Cross | 14 000 000 |
| Adventist Development Relief Agency | 1 859 630 |
| Save the Children | 3 000 000 |
| Danchurchaid | 12 045 000 |
| Total | 94 705 706 |
| 1996 | |
| UNHCR | 37 000 000 |
| UNHCHR | 571 350 |
| UNICEF | 7 000 000 |
| Adventist Development and Relief Agency | 1 000 000 |
| Danchurchaid | 13 000 000 |
| Danish Red Cross | 11 000 000 |
| Total | 69 571 350 |

In addition, in 1995 Denmark contributed DKr 5,300,000 to support rehabilitation and reconstruction in Rwanda.

Finland

Finland's humanitarian assistance to Rwanda (for 1995 and 1996 as of June 1996) amounted to a total of FmK 18,885,000. The amount was disbursed as shown below.

| Organization | Amount (in markkaa) |
|---|---|
| 1995 | |
| WFP | 4 000 000 |
| UNHCR | 3 500 000 |
| Finnish Free Foreign Mission | 215 000 |
| Finnish Red Cross/ICRC | 850 000 |
| Finnish Red Cross/IFRC | 1 000 000 |
| UNICEF | 1 120 000 |
| UNDP | 1 000 000 |
| Total | 11 685 000 |
| 1996 | |
| UNHCR | 1 250 000 |
| WFP | 1 250 000 |
| FinnChurchAid | 1 000 000 |
| Finnish Free Foreign Mission | 350 000 |
| Finnish Red Cross/ICRC | 2 100 000 |
| Finnish Red Cross/ICRC | 800 000 |
| United Nations High Commissioner for Human Rights | 450 000 |
| Total | 7 200 000 |

Germany

In 1995/96, the amount of humanitarian assistance provided by Germany totalled DM 68,190,851.

| | Amount (in deutsche mark) |
|---|---|
| 1995 | |
| Humanitarian aid | 7 324 010 |
| Food aid | 28 488 972 |
| Other activities (water supply, education, reconstruction, military observers, police force) | 115 996 200 |
| Total | 51 809 182 |
| 1996 | |
| Humanitarian aid | 2 538 439 |
| Food aid | 13 513 230 |
| Other activities (human rights, Department of Peacekeeping Operations Lessons Learned) | 330 000 |
| Total | 16 381 66 |

Norway

Norway contributed NKr 47,788,666 in 1995/96, as follows.

| Organization | Amount (in Norwegian kroner) |
|---|---|
| 1995 | |
| Miscellaneous Visit by the Minister of Reconstruction | 14 263 |
| CARE Norway | 1 817 300 |
| CARITAS Norway | 945 000 |
| The Carter Centre | 323 176 |
| Norwegian Refugee Council | 395 587 |
| Norwegian Red Cross | 9 360 000 |
| Save the Children Norway | 1 000 000 |

| Organization | Amount (in Norwegian kroner) |
|---|---|
| United Nations Centre for Human Rights | 2 950 000 |
| UNHCR | 781 500 |
| Total | 37 586 826 |
| 1996 | |
| UNICEF | 9 750 000 |
| United Nations International Tribunal for Rwanda | 451 840 |
| Total | 10 201 840 |

Spain

Spain provided over US$ 4,035 million in humanitarian assistance to Rwanda in 1995 and US$ 1.8 million in 1996. This was disbursed as shown below.

A grant in an amount of $42,276 was provided to the Vetermón non-governmental organization for implementation, in cooperation with UNICEF, of a supplementary nutrition programme for unaccompanied children in Rwandan refugee camps in Goma.

A contribution to UNHCR in an amount of $2,500,000 in respect of cooperation in the programme for the return of refugees in neighbouring countries.

Funding in an amount of $150,000 for the extension of eight human rights observer-monitors under the United Nations Volunteers programme.

Contribution in an amount of $150,000 to the International Tribunal for Rwanda.

Contribution in an amount of $200,000 to the UNDP trust fund for Rwanda for overhaul of the judicial system in Rwanda.

Contribution in an amount of $65,574 to the appeal by the International Committee of the Red Cross.

Transport of humanitarian cargo and personnel engaged in humanitarian assistance activities through Spanish NGOs in an amount of 30 million pesetas.

Contribution in an amount of $2,984,645 by the Spanish Committee for UNICEF to the UNICEF programme in the region.

Contribution in an amount of $25,128 (306 million pesetas) by the España con ACNUR (Spain with UNHCR) NGO to UNHCR in respect of cooperation in the programme for the return to Rwanda of refugees in neighbouring countries.

1996

Contribution in an amount of $1,200,000 to the World Food Programme (WFP) for food assistance in the Great Lakes region (1996 appeal).

Funding in an amount of $200,000 for the extension of eight human rights observer-monitors under the United Nations Volunteers programme who began their human rights monitoring and observation functions in Rwanda in 1994.

Other assistance:

Contribution in an amount of $404,988 by the España con ACNUR (Spain with UNHCR) NGO to UNHCR in respect of cooperation in the programme for the return to Rwanda of refugees in neighbouring countries.

Contribution in an amount of $3,853 by the Spanish Committee for UNICEF to the UNICEF programme in the region.

Switzerland

Switzerland's contribution to alleviate the crisis in Rwanda between April 1994 and June 1996 was as shown below.

| Sector | Contribution |
|---|---|
| Restoration of peace | 667 000 |
| Forestry sector | 725 000 |
| Banking sector | 1 300 000 |
| Justice and human rights sector | 5 117 000 |
| Financial sector | 1 200 000 |
| Humanitarian assistance programme for Rwanda | 11 010 000 |
| Humanitarian assistance, regional programme | 30 587 000 |
| Media and information | 2 012 000 |
| Total | 52 618 000 |

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